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A PROPOSED EVALUATION PROCEDURE TO IMPROVE
THE SELECTION OF LEADERS

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**A PROPOSED EVALUATION PROCEDURE TO IMPROVE
THE SELECTION OF LEADERS**

**A Paper
Presented to
the Faculty of the Management School
U. S. Naval Postgraduate School**

**In Partial Fulfillment
of the Requirements for Graduation**

**by
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United States Navy
June 1959**

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CHAPTER I

INTRODUCTION

We live in an age of great peril, of complex problems, of astronomical figures, of imagination-defying projects. In the Navy, we are concerned with broad problems and specific solutions; with annual expenditures of ten billions of dollars; with our sworn duty to defend the Constitution of the United States against its enemies; with our responsibility of maintaining a Navy combat-ready to protect our country against the capabilities of a potential enemy.

Importance of Leadership

In order that the Navy may perform its functions, one element is absolutely essential--identification of leaders in order to select them for promotion. Admiral Arleigh Burke, Chief of Naval Operations, in the foreword to Naval Leadership, has succinctly expressed this need:

There is one element in the profession of arms that transcends all others in importance. This is the human element. No matter what the weapons of the future may be, no matter how they are to be employed in war or international diplomacy, man will still be the most important factor in naval operations. The need for good leadership is, therefore, a constant factor.¹

¹Naval Leadership (Annapolis, Maryland: 1959), p. v.

INTRODUCTION

The time is now ripe for a new kind of scientific program, one that is not only more ambitious in its scope but also more realistic in its aims. It is the duty of the scientific community to take the lead in this new movement, and to show the way to the rest of the world. The scientific community has the responsibility of maintaining a high standard of conduct, and of being ready to protect and defend the reputation of a scientific community.

Importance of Leadership

In order that the new program in leadership, now almost a reality, may be successful, it is essential that the scientific community should take the lead. The scientific community has the responsibility of maintaining a high standard of conduct, and of being ready to protect and defend the reputation of a scientific community.

There is one thing in the program of new leadership which will make it important. This is the new program. The scientific community has the responsibility of maintaining a high standard of conduct, and of being ready to protect and defend the reputation of a scientific community.

This important requirement for the identification of leaders has been recognized by others interested in the same problem. For example, Rear Admiral I. E. Hobbs, USN, Assistant Chief of Naval Operations (Personnel), while discussing the selection of naval leaders in the nuclear age, made the following statement at the U. S. Naval Postgraduate School, Monterey, California:

The problem of selection of military leaders is as old as recorded history. The results of these selection methods are written in our history books as battles won or lost, countries conquered or destroyed, and the rise or fall of civilization.² The importance of selection of military leaders need not be stressed to this audience.²

Voiler, in his study of leadership development, determined that:

The naval officer who once existed in a natural environment at sea has today progressed to the dimensions of sub-surface and aerial existence. Certainly these developments have changed the educational requirements inherent to the background of the sea-going officer, but throughout the areas of change, leadership has and will remain unchanged as the necessary catalyst binding science and technology to the art of warfare. Leadership was, is, and in the future will remain the primary and most important weapon available to the professional military man.³

Problems of Selection Boards

But in a navy of some 70,000 officers, identification of the best leaders, in order to select them for promotion, is no simple

²Rear Admiral I. E. Hobbs, USN, in an address, February 1959.

³S. I. Voiler, "Leadership Development as Related to Junior Officer Performance in the Fleet" (unpublished term paper, U. S. Naval Postgraduate School, 1959), p. 1.

U. S. Naval Postgraduate School, Monterey, California.

The problem of collection of military libraries is an old one in the history of the world. The results of some studies in this field are given in the history books at the end of the book. The results of some studies in this field are given in the history books at the end of the book.

Volley, is the study of leadership development, distributed over

The United States has been a party to the Convention on the High Seas since 1947. The Convention is a treaty which provides for the freedom of the high seas for all nations and for the peaceful use of the sea. The Convention is a treaty which provides for the freedom of the high seas for all nations and for the peaceful use of the sea.

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and in a way of view 70,000 dollars, the amount of the

[illegible]

Dr. J. Edgar Hoover, Director of the Federal Bureau of Investigation, is the author of the book, "The American Secret Service" (New York: Harper & Row, 1964).

task. This is now done, basically, by selection boards reviewing the records of each individual. In so doing, the boards face many problems. It is unlikely that any individual officer will be known to all board members. There is no common doctrine which assures consistency of evaluation. Varied backgrounds and experiences of reporting seniors preclude consistent evaluations. Bias of reporting seniors makes some evaluations less than objective. And, finally, there is a tendency for rating systems to show an increase in higher marks the longer they are in use.

In an article concerning the problems of selection and promotion, Hamlin felt that fitness reports submitted to selection boards were inadequate:

Probably the most basic consideration in an officer's promotion potential are his efficiency reports. While they are only a part of the total record which promotion boards consider, personnel officers in each service are quick to say that the efficiency reports are considered first and foremost in reviewing officers for promotion. All three services have published detailed instructions for filling out these forms, and the most common complaint of promotion boards is that the reports are not filled out adequately--that they do not give a representative picture of the officer in question.⁴

Dr. Jeremiah O'Sullivan has reviewed the problems of selection boards in establishing leadership qualifications.⁵ It is his

⁴Fred Hamlin, "How Officers Get Promoted," Armed Forces Management, Vol. 5, No. 3 (December, 1958), p. 15.

⁵Dr. Jeremiah O'Sullivan, "Review of Leadership Studies" (Washington: U. S. Air Force Weapons Systems Evaluation Group Working Memo No. 66, 1953), p. 40 (Mimeographed).

conclusion that, while there has been no dearth of research on leadership, there is one very serious drawback--no clear-cut notion by the selection boards of who is or is not a good leader. The choice of good leaders is based upon the consensus of opinions contained in the fitness reports, and not on fact. This is the only criterion existing now; that is, it is the opinion of seniors that certain men will act well as military leaders. However, good organizers may very well be poor military leaders. The validity of fitness reports is, therefore, open to criticism because of their subjectivity. For example, a good fitness report may be dependent upon a junior solving his senior's problem rather than his own, or a senior may mistake compliance for leadership.

Statement of the Problem

The purpose of this study is to determine a means of presenting a picture of effective results to the selection board in a manner which is as objective as possible, as valid as possible, and with the least bias. Or, in other words, to devise an evaluation procedure which will aid in the selection of those leaders who will raise the combat effectiveness of the Navy. Simlik and Du Charm in their related study of the Marine Corps officer fitness report have noted the same problem:

The goal must be to make certain that the best qualified officers are selected for promotion and that every officer receives every possible stimulation for self-improvement. The fitness report is a

...the fact that, while there has been no doubt of progress in leadership, there is also very serious danger of a serious setback in the selection of the new leadership. The selection of good leaders is hard when the movement of opinion has turned in the wrong direction, and has no clear idea of the only correct selection. It is the danger of a serious setback that will not be a serious setback. However, good leadership may well be very different leaders. The selection of leaders is, therefore, open to criticism because of their subjectivity. For example, a good leader report may be dependent upon a leader's personal bias or a leader's personal bias. A leader may include compliance for leadership.

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The purpose of this study is to determine a means of presenting a series of alternative routes to the selection board in a manner which is as objective as possible, in order to avoid the bias which is often found in other methods, to allow an unbiased selection board to select the best candidate for the position of Chief of the Staff, United States Army.

The word "will" is defined as follows:

"The act or power by which one person may acquire, dispose of, alienate or transfer property."

This definition is taken from the Restatement of Torts.

valuable tool in accomplishing these ends, and therefore, no effort should be spared in making certain that it is the best possible tool available.⁶

For the purpose of this paper, leaders are considered to come from the ranks of Lieutenant through Captain; Ensign and Lieutenant (junior grade) are not included since they are assumed to be technicians. Collins, in his study of Marine Corps fitness reports, also saw the need to differentiate between junior and senior officers:

The Marine Corps has been using the present fitness report form for all ranks from Second Lieutenant to General, yet there seems to be little relationship in traits desired in a higher ranking officer and those desired of a Second Lieutenant. I feel that in the lower ranks, the emphasis should be on ability, and as the officers progress up the ladder, the shift of emphasis should be to proficiency.⁷

⁶W. F. Simlik and R. M. Du Charm, "An Objective Inquiry into the Efficaciousness of the Marine Corps Officer's Fitness Report" (unpublished term paper, U. S. Naval Postgraduate School, 1959), p. 46.

⁷G. J. Collins, "An Evaluation and Recommendation Concerning Marine Corps Fitness Reports," (unpublished term paper, U. S. Naval Postgraduate School, 1959), p. 12.

valuable tool in establishing these facts, and therefore, no effort should be spared in seeing that it is the best possible tool available.

For the purpose of this report, leaders are considered as men from the ranks of American through English, French and American. (These groups) are not included since they are assumed to be well-known. Called, in the study of British-Congo disease reports. Also are the need for differences between British and Congolese.

Conclusion:

The British Corps has been using the present illness report form for all reports from forward elements in Germany, yet there seems to be little relationship in results obtained in a higher ranking officer and those obtained in a German Lieutenant. I feel that in the future, the emphasis should be on clinical and epidemiological data, the latter, the skill of epidemiology.

W. E. Smith and R. H. Smith, "An Objective Inquiry into the Effectiveness of the British Corps Officer's Training Report" (unpublished form report, W. E. Smith, Westchester School, 1937), p. 42.

W. E. Smith, "An Inquiry into the Effectiveness of the British Corps Officer's Training Report" (unpublished form report, W. E. Smith, Westchester School, 1937), p. 42.

CHAPTER II

DEFINITION OF LEADERSHIP

Before there can be any evaluation or selection of leaders, it is first necessary to define "leaders" and "leadership." In formulating such a definition, it is possible to utilize the best military and industrial thought. After all, the military profession has no monopoly on leadership. In every walk of life, in industry, in government, in each phase of human endeavor, there are leaders and there are followers. Progress and success are dependent upon the quality and efficacy of leadership.⁸

Relationship Between Military and Industrial Leadership

In research at Ohio State University, data from naval and industrial organizations was studied to obtain a comparison of their respective leaders.⁹ Areas of study included planning, responsibility, authority, and delegation of authority. The results suggested that differences between industrial and naval organizations on the whole are generally no greater than differences among either naval organizations or industrial organizations. If this

⁸Headquarters, Department of the Army, Field Manual FM 22-1 (Leadership. Washington; U. S. Army, 1948), p. 2.

⁹R. M. Stodgill, "Aspects of Leadership and Organization" (Ohio: Research Foundation, Ohio State University, 1953), p. 30.

DEFINITION OF INDUSTRIALITY

It is not enough to say that industry is the production of goods. It is the production of goods which are useful to the community. It is the production of goods which are useful to the community in the sense that they are useful to the community as a whole, and not merely to the individual producer. It is the production of goods which are useful to the community in the sense that they are useful to the community as a whole, and not merely to the individual producer. It is the production of goods which are useful to the community in the sense that they are useful to the community as a whole, and not merely to the individual producer.

Industrial Organization and Industrial Productivity

In general, the industrial organization is the organization of the industrial enterprise. It is the organization of the industrial enterprise in the sense that it is the organization of the industrial enterprise as a whole, and not merely of the individual enterprise. It is the organization of the industrial enterprise in the sense that it is the organization of the industrial enterprise as a whole, and not merely of the individual enterprise. It is the organization of the industrial enterprise in the sense that it is the organization of the industrial enterprise as a whole, and not merely of the individual enterprise.

Industrial Organization, Department of the Army, War Relocation Authority, Washington, D. C., 1943, p. 1.

For a detailed study of the industrial organization, see the report of the Industrial Organization Committee, War Relocation Authority, Washington, D. C., 1943, p. 1.

be true, then both military and industrial leadership research can be used with equal validity in the military situation.

Range of Leadership Studies

As the Weapons Systems Evaluation Group study has indicated, there has been no dearth of leadership research.¹⁰ Haiman, in his study, Group Leadership and Democratic Action, arrived at a similar conclusion. "Many books and articles have been written about leaders and leadership. They range from philosophical essays through technical reports of scientific research to historical biographies and 'how-to-do-it' manuals."¹¹

The U. S. Army has been performing applied research in the leadership area for the past eight years at the Human Research Unit on Leadership at the Presidio of Monterey, California. Despite the length of time involved, the researchers have been unable to arrive at a precise definition of leadership. However, a large library of technical reports in the field of leadership, personality, motivation, and effectiveness has been amassed. That resource was utilized extensively in the preparation of this study.

Current Definitions

¹⁰O'Sullivan, op. cit., p. 40.

¹¹P. S. Haiman, Group Leadership and Democratic Action (New York: Houghton Mifflin Company, 1950), p. v.

Haiman states that "leadership refers to that process whereby an individual directs, guides, influences, or controls the thoughts, feelings, or behavior of other human beings."¹²

Ordway Tead feels that "leadership is the activity of influencing people to cooperate toward some goal which they find desirable."¹³

Miller defines leadership from a military point of view as "the science of creating and maintaining high morale and of directing it through the acts of men to the achieving of a definite purpose or result."¹⁴

Schoen finds little agreement in the technical literature defining leadership. He feels it should be defined as "the functional and dynamic interrelationship between the leader and those being led in given situations."¹⁵

Shartle, in his leadership studies with the Personnel Research Board, is more concerned with how the leader performs his role rather than with the activities he performs.¹⁶

¹²F. S. Haiman, Group Leadership and Democratic Action (New York: Houghton Mifflin Company, 1950), p. 4.

¹³Ordway Tead, Art of Leadership (New York: McGraw-Hill Book Company, 1935), p. 20.

¹⁴A. H. Miller, Leadership (New York: G. P. Putnam's Sons, 1920), p. 8.

¹⁵J. R. Schoen, "A Simulated Situational Aptitude Test of Leadership as a Tool for Selection of Commissioned Officers in the Navy and Marine Corps" (unpublished Master's Thesis, Ohio State University, 1952), p. 8.

¹⁶Ibid., p. 8.

Charlesworth feels that "the base of leadership assessment must be expanded so that evaluation is not limited to the trait approach."¹⁷

O'Shea has found that recent approaches to leadership have stressed the importance of the situation:

The situational approach to leadership seems to provide a more sound basis for devising practical programs for the selection and training of those who are to direct group activities. The general theory of this method is that knowledge of the relation of leadership to dimensions of the group will give a better definition of leadership by revealing new functions required of individuals in a leadership role.¹⁸

Jenkins made the conclusions, after a review of studies of leadership in military and industrial settings, that "qualities, characteristics, and skills required in a leader are determined to a large extent by the demands of the situation in which he is to function as a leader."¹⁹ According to O'Shea, this same conclusion has been accepted by most authorities; hence, the trait approach, in and of itself, has been largely abandoned.²⁰

¹⁷W. A. Charlesworth, "Leadership Potential as a Factor in Assessing and Training Marine Corps Junior Officers" (unpublished Master's Thesis, Ohio State University, 1951), p. 126.

¹⁸G. A. O'Shea, "Improving Supervision by Chief Petty Officers in the Navy Through Formal Training: A Review and a Proposal" (unpublished Master's Thesis, Ohio State University, 1952), p. 51.

¹⁹W. O. Jenkins, "A Review of Leadership Studies With Particular Reference to Military Problems," Psychological Bulletin 44, (January 1957), p. 54.

²⁰O'Shea, op. cit., p. 51

Developmental focus that "the idea of leadership, however, and its application to group dynamics is not limited to the social sciences."¹²

O'Leary has found that recent approaches to leadership have

emphasized the importance of the situation:

The situational approach to leadership seems to provide a more sound basis for developing educational programs for the selection and training of those who are in direct group contact. The general theory of this school is that leadership is the relation of leadership to the situation of the group will give a better definition of leadership, a concept that functions primarily as leadership in a leadership role.¹³

Leaders make the conclusion, after a review of studies of

leadership in military and industrial settings, that "quality,

characteristics, and skills required in a leader are determined by

a large amount of the demands of the situation in which he is

functioning as a leader."¹⁴ According to O'Leary, this view emphasizes

the need for leaders to have sufficient power, the social support, the

and of social, the need for group knowledge.¹⁵

¹² A. O'Leary, "Leadership: A Review of the Literature," in *Leadership: A Review of the Literature* (New York: McGraw-Hill, 1971), p. 120.

¹³ A. O'Leary, "Leadership: A Review of the Literature," in *Leadership: A Review of the Literature* (New York: McGraw-Hill, 1971), p. 120.

¹⁴ O. J. Kelley, "A Review of Leadership Studies with Particular Reference to Military Leadership," *Psychological Bulletin* 66 (January 1967), p. 38.

A Modern Concept

The conclusion can be made that there is no one accepted definition of "leaders" and "leadership." Perhaps most of them can be summed up by saying that "it is better to have one-thousand asses led by a lion rather than one-thousand lions led by an ass."²¹ The various definitions seem to indicate that leadership is getting the job done effectively in a specific situation, rather than the summation of a number of traits.

If this be true, what then should the reporting senior look for? How should the senior evaluate the performance of his juniors? In a situational approach, the only important criterion is that of effective results; those who provide the most effective results are those who should be selected for promotion. Therefore, the focal point of evaluation must be these effective results.

²¹William Hones, "New German Infantry School," Infantry Journal, (1930), p. 41.

CHAPTER III

PROPOSED EVALUATION SYSTEM

Any evaluation system has two basic purposes:

1. To crystallize in the mind of the senior his impressions of his juniors so that he may help them develop.
2. To present a picture to the selection board as a basis for action.

It has been noted previously that an indicated deficiency of the present reporting system is the unlikelihood that any individual officer will be known to all board members. The fact that the members of the selection board do not know each individual personally may really be of no importance. As a result of research by the Adjutant General's Office, Major General D. A. Stroh of the Army Personnel Records Board has stated:

It has been proven over and over again that the estimate prepared by a board member, based solely on the record, and without personal knowledge of the individual reported upon, conforms with great accuracy to the knowledge of the same individual possessed by another board member who has known him intimately for many years.²²

Format

To overcome some deficiencies of the present system, the following evaluation system, divided into three narrative portions,

²²Personnel Research Section, Adjutant General's Office, Department of the Army, Simplified Procedures for Evaluating the Records of Army Officers (Washington: U. S. Army, 1949), p. 2.

TWO-STEP COLLECTION SYSTEM

Any collection system has two basic purposes:

1. To crystallize in the mind of the collector the objectives of the system so that he may keep them steadily.

2. To present a picture to the collector of the results to be achieved.

If the first purpose is not achieved, the collector will not be able to

understand the system in the collection of the results.

It is known to all that the results of the system are

collected from the results of the individual collector's work.

As a result of the results of the individual collector's

work, Major General B. A. Brown of the Army Personnel Research Board

has written:

It has been proven over and over again that the results of a system are not collected, but are the result of the individual collector's work. The results of the individual collector's work are collected from the results of the individual collector's work. The results of the individual collector's work are collected from the results of the individual collector's work. The results of the individual collector's work are collected from the results of the individual collector's work.

Results

The results of the system are collected from the results of the individual collector's work.

Following collection system, Major General B. A. Brown of the Army Personnel Research Board

has written: The results of the system are collected from the results of the individual collector's work. The results of the individual collector's work are collected from the results of the individual collector's work. The results of the individual collector's work are collected from the results of the individual collector's work. The results of the individual collector's work are collected from the results of the individual collector's work.

is proposed as a replacement for parts 14, 17, 19, and 20 of Appendix A (present fitness report):

1. Part one describes those deficiencies of the junior which are correctable and which prevent his fulfilling the requirements of his present job or those into which he may be assigned. This part should be shown to him and discussed frankly with him. Since this part, by directive, will cover only constructive criticism, the junior will not expect any praise during this discussion; the reporting difficulties of the present system which prevent objective discussions will therefore be eliminated. Collins has noted the same difficulty:

There is a natural reluctance on the part of reporting seniors to make unfavorable comments on their subordinates for official purposes. All men have an inherent desire to be liked by others, and some reporting seniors feel that by giving lower marks they will become disliked which will in turn reflect on the morale and efficiency of the unit.²³

2. Part two is a review of qualifications in terms of personal qualities, characteristics and attributes for his current assignment or those to which he may be assigned. This should be based upon demonstrated performance and will not be shown to the junior. Guidelines are laid out in the next section.

3. Part three encompasses uncorrectable weaknesses of the individual. Since this will contain information detrimental to selection and career planning, it, too, will not be shown to the

²³Collins, op. cit., p. 9.

is proposed as a replacement for parts 12, 13, 14, and 15 of Appendix A
(Appendix A report):

1. Part one describes those difficulties of the testing which
are characteristic and which prevent the obtaining of satisfactory
the present job or those from which he may be assigned. This part
should be known to him and discussed freely with him. Since this
part, by objective, will cover only non-technical activities, the testing
will not require any special during this discussion; the reporting
discussion of the present system which presents objective discussion
will therefore be eliminated. Difficulties that would be more difficult

There is a natural reluctance on the part of reporting
to make a statement of their own work. It is not
for official purposes. It is not a statement of
be filed by them, and some reporting matters that
by which lower ranks they will become familiar with
is not a matter of the matter and efficiency of the work.

2. Part two is a review of qualifications in terms of personal
qualities, characteristics and achievements for the current assignment
or times to which he may be assigned. This should be based upon
documented performance and will not be shown to the testing. Qual-
ities are listed in the next section.

3. Part three summarizes non-technical qualifications of the
individual. Since this will concern technical qualifications, the
selection and career planning, etc., will not be shown to the

individual. However, since these weaknesses are subjective, and only the opinions of the reporting seniors, selection boards should look for the repetition of reported weaknesses by successive seniors as confirmation of their existence.

The three-part narrative appraisal must give an appropriate perspective of the total picture over the entire reporting period. Factual preparation by the reporting senior must be a continuous process. Since the mission of the unit establishes a performance goal, effective accomplishment of the mission must be the standard upon which evaluation is based. The appraisal should be pin-pointed to this performance standard, not to personality.

Guidelines

In presenting a picture of effective results for the use of the selection board, the reporting senior must have in his mind salient features for use as appraisal guidelines; as Admiral Hobbs has stated, "Our officer selection system is no better than the raw information fed into it."²⁴ The guidelines can overcome lack of doctrine, and should, as far as possible, eliminate bias. However, in using the situational approach, where the only important criterion is that of effective results, the salient features must not be outlined as specifically as the traits in the present fitness report

²⁴Hobbs, op. cit.

Individual. However, when these elements are subjected, not only the elements of the existing society, but also the elements of the new society, are subjected to a process of transformation of their values.

The above-mentioned information was obtained from the following sources:

[illegible]

form, appendix A. Instead, they should be general, leaving much to the initiative of the reporting senior. In this way, a series of narrative reports will be a true composite of the individual, since each reporting senior will see and report upon him differently. Hamlin notes in his article that the present Air Force procedure utilizes this effect:

The Air Force Efficiency Report is designed to give the reporting officer freedom to comment--in his own words--on the officer under consideration. Obviously, Air Force feeling is that all of an officer's qualities, good or bad, will be best and most honestly expressed in the reporting officer's own words.²⁵

For the general guidance of the reporting senior, typical salient features are:

1. Can he get a job done effectively?

This is a measure of resourcefulness and initiative, of ability as a self-starter. It is also a measure of ability to marshal men and equipment. He must know exactly what the men and machines under his jurisdiction are capable of doing. He is able to focus his resources toward the accomplishment of the mission of the unit. The term "effectively" is assumed to include a connotation of economy.

2. Does he have work incentive?

²⁵Hamlin, op. cit., p. 17.

From reports A. I. Hancock, they should be general, leaving out the
 the statistics of the reporting period. In this way, a series of
 statistical reports will be a good comparison of the individual, since
 each reporting period will see and report upon his individual.
 Results from the statistics show the progress in their individual
 activities and effects.

The first report which should be designed to
 show the reporting officer's progress in his
 work--on the other hand, the individual.
 Secondly, the first report is that all of the
 individual's activities, good or bad, will be well and
 well known by the reporting officer's
 first report.

For the general guidance of the reporting officer, typical
 activity should be:

1. General and a few more activities

This is a measure of responsibility and interest, as
 activity as a self-report. It is also a measure of ability to
 report and an equipment. The first report shows the first and
 second under his jurisdiction and reports of work. He is able to
 show his resources toward the accomplishment of the mission of his
 work. The term "activity" is used to include a combination
 of activity.

2. How to have your interests

This is a measure of personal motivation. The criterion is to do the job for the sake of accomplishing a good job, for the sake of meeting a challenge, rather than for money, status, or promotion.

3. Does he have promotion potential?

This is a measure of capability to assume added responsibilities. This includes a willingness to determine a course of action and carry it out. It requires courage of conviction based upon mature judgment. It also includes the ability to delegate and assign, the confidence to develop subordinates to take his place, and the dependability which does not require constant follow-up by seniors.

4. Does he have vision?

This is a measure of creativeness and farsightedness. The greatest leaders are positive, affirmative, constructive, creative and cooperative in their outlook.²⁶ This also is a measure of planning ability in terms of long-range objectives.

5. Does he motivate his juniors effectively?

This is a measure of ability to inspire and lead through personal example, good management practices, and moral responsibility. General Order 21 has the same intent.²⁷ The study of the characters

²⁶Russell H. Ewing, "Tips for Better Leadership," Factory Management and Maintenance, (October, 1957), p. 134.

²⁷Secretary of the Navy, General Order 21 (Naval Leadership. Washington: U. S. Navy, 1958), p. 1.

and careers of the world's great leaders shows that when they were loyal to principle, they seldom lost the support of their followers.²⁸ This feature, then, is a measure of ability to appeal to the self-respect of juniors, develop their trust, arouse their ambition, stimulate their imagination, encourage their initiative, and inspire their confidence and admiration. It also is a measure of skill in communication, of supervisory effectiveness, and of application of tact.

6. Can he learn from experience?

This is basically a measure of common sense and of the ability to handle novel situations on the basis of previous knowledge and understanding. It is the general aptitude which takes into account mental alertness, analytical ability, and judgment. It is a measure of not merely the ability to sponge up information, but the capacity to use it effectively, with special emphasis on demonstrated ability to apply it to new and unexpected problems.²⁹

²⁸Ewing, op. cit., p. 135.

²⁹Carl Heyel, Appraising Executive Performance (New York: American Management Association, 1958), p. 107.

and content of the work's great leaders show that they were
 loyal to the principle, they would not let the power of their influence be

used to their own advantage, but to the benefit of the whole.

subject of history, during their lives, among their disciples.

education to the imagination, economic their initiative, and justice

their conditions and education. It also is a source of skill in

communication, an important achievement, and an application of

the same principle to the study of the past.

1. The first lesson from history.

— This is essentially a lesson in common sense and in the ability

to handle every situation on the basis of previous knowledge and

understanding. It is the general opinion which takes into account

every circumstance, every detail, every fact, and judgment. It is a source

of knowledge the ability to apply to the study of the past, for the capacity

to use it effectively, with special emphasis on demonstrated ability

to apply it to new and important problems.

History, vol. 1, p. 127.

History, vol. 1, p. 127.

History, vol. 1, p. 127.

CHAPTER IV

PROPOSED ADMINISTRATIVE CHANGES

In addition to being weak in presenting an effective picture of an individual to a selection board, the present reporting system has certain administrative failings.

Reporting Periods

The present system bases the frequency of the report on specified calendar periods. If departmental effectiveness and personal leadership may be regarded as indicative of an officer's worth to an organization, it would appear that he would have to spend about nine months on the job before his effect is recognized.³⁰ After having passed a nine month period on the job, an officer is not regarded as increasingly effective or as an increasingly better leader. Therefore, the first evaluation report should be prepared after six months on the job. Subsequent reports should be submitted at least every nine months thereafter while on that assignment, and upon detachment. The advantages of this change are manifold. First, the reduction in reports is an economy of time and paper without a reduction of efficiency. Second, the reports required of a reporting senior will be staggered, eliminating the present en masse preparation. This will

³⁰Stodgill, op. cit., p. 72.

It is believed that the information in this report is being used to develop a more effective system of control and supervision of the activities of the individuals in the field.

[illegible]

permit more profound consideration of each evaluation. Collins has also indicated a desire for more time and effort to be expended in marking fitness reports:

It has been noted that it would require only about 15 minutes to mark a fitness report. Considering the objective and purpose of the fitness report, this seems like a meager amount of time to evaluate and discern the difference between an officer and his contemporaries. Further, should an officer, after a perusal of his fitness report, desire counseling, I doubt if anyone who has just spent 15 minutes preparing such a report could justify it. While I realize that very often the officer (ratee) has been under observation for periods of upwards to six months, most marking seniors pay attention to general tendencies rather than specific traits, and so are prone towards a halo effect.³¹

Rater Tendencies

In a study of officer efficiency ratings, the Adjutant General's Office of the Army noted a persistent shift toward the high marks after they had been in use for some time.³² As a result, they failed to differentiate effectively amongst the various officers being reported upon. In his study of fitness reporting, Colonel Heintz noted the same effect:

Where we stand today is well known. Fitness reports are increasingly less useful as comparative devices. For example, a recent sampling indicated that 98 per cent of all colonels are rated "excellent" or above in

³¹Collins, op. cit., p. 9.

³²Personnel Research Section, Adjutant General's Office, Department of the Army, A Trend Study of Officer's Efficiency Ratings (Washington: U. S. Army, 1952), p. 4.

general, many persons considered it much better. It was
 also believed a desire for more time and effort to be expended in
 making these reports.

It was also noted that it would require only about
 15 minutes to make a fitness report. Considering the
 objective and purpose of the fitness report, this seems
 like a smaller amount of time to devote and thereby the
 fitness report would be more easily accepted.
 However, should an attempt, after a period of six
 months, to make a fitness report, I doubt if anyone
 has ever spent 15 minutes preparing such a report
 would justify it. While I realize that very often the
 fitness report has been made in haste for the sake
 of getting it in the month, most people without any
 attention to general knowledge rather than specific
 points, and to the great benefit of the fitness report.

General Remarks

It is a study of fitness reports, the fitness report
 Office of the Army, which is published in the Army
 after they have been in use for some time. It is a study
 in distribution, which is being made the various fitness
 reports. In his study of fitness reports, Colonel Galt noted
 the same effect:

There is much to be learned from the fitness report and
 the fitness report has been used in comparative studies. The
 fitness report is being studied and it is being used
 in all schools and in the "fitness" as shown in

Colonel Galt, p. 10.

Department of the Army, 1940, p. 10.
 Department of the Army, 1940, p. 10.
 Department of the Army, 1940, p. 10.

"General Value to the Service," and that 85 per cent in turn were "Excellent to Outstanding" or higher. Ninety-two per cent of all second lieutenants are above average or higher--a statistical nonesuch.³³

Simlik and Du Charm level a similar criticism:

At the present time marks are generally too high. There appears to be an unwritten agreement that any mark below "Excellent" places a man in jeopardy and "Average" sounds the death knell on his career. This acts to pile the majority of officers into a dense mass in the "Excellent-Outstanding" area where it is almost impossible to understand their true value.³⁴

Rating instruments should be checked periodically to ascertain whether the scores are piling up at the high extreme of the rating scale. Whenever this happens, a new system is required. However, the change should not be made for the sake of change alone, but for improvement. The subject of fitness reports should be under constant study. Only through this study, which will produce better means of evaluating officers, can the Navy be assured of a continuous flow of qualified officer-leaders into executive positions.

New Evaluation Techniques

Although they are not now in general military use, means other than fitness reports for evaluation do exist. Yoder, for example, is interested in devices which can be used to assess the abilities and potentialities of individuals:

³³R. D. Heinal, "Fitness Reporting: Some Adverse Remarks," Marine Corps Gazette, Vol. 43, No. 4 (April, 1959), p. 22.

³⁴Simlik and Du Charm, op. cit., p. 11.

"General Wilson is the Director," and that it was not
in some sense "General Wilson" or "General Wilson".
Hearty and good work of all kinds throughout the
whole range of his work is attested.

Wilson and the other level a similar criticism:

At the present time we are not generally so
much as to be in a position to give any
with some "General Wilson" place a new in January and
"General Wilson" would be the best in his career. This
will be the majority of officers who are in the same
in the "General Wilson" from which it is almost
impossible to understand their true value.

Setting out the general principle in which the following is presented

whether we are not going to be the best of the whole
idea. However this happens, a new system is required. However,
the change would not be made for the sake of change alone, but for
improvement. The subject of the following report should be more
clear. Only through this book, which will produce better results of
improving officers, can the best be made of a continuous flow of
qualified officers-leaders into executive positions.

General Wilson's Principles

Although they are not in general military use, some
other than these chapters but contained in the whole. For
example, is presented in which can be used to assist the
selection and promotion of individuals:

It is stated, "General Wilson's Principles of
General Wilson's Principles, Vol. 1, 1911, p. 11.

General Wilson and the other level a similar criticism:

Over a period of years studies have indicated the values and limitations of various selective devices. They have, at the same time, developed improved methods and instruments. As a result, current practice is unquestionably superior to that of earlier periods. Means are available which, if properly employed, can greatly increase the accuracy and reliability of the selection process.³⁵

One new method is the alternative ranking form developed by the Air Force.³⁶ This assumes that officer effectiveness may be measured by asking other officers to identify the more and the less effective officers. This rank placement has proven to have satisfactory reliability and relationships with other criterion. Research at St. Louis University indicates that peer ratings after one month measured the same things that supervisors' ratings did after four months.³⁷ Further, the ability of a man to recognize officer potential in his peers might be indicative of his own potential as an officer.

Suggestive of the research now being done on new techniques of evaluation is a study of titles available at the library of The

³⁵Dale Yoder, Personnel Management and Industrial Relations (Englewood Cliffs, N. J.: Prentice-Hall, Inc., 1956), p. 219.

³⁶Personnel Research Section, 1949, op. cit., p. 7.

³⁷Department of Psychology, Peer Ratings: Relationships Between Officer and Peer-candidate Predictions of Effectiveness as a Company Grade Officer in the U. S. Marine Corps and the Ability to Predict Estimated Officer Effectiveness of Peers (Technical Report No. 2 prepared for ONR. St. Louis University, 1952), p. 1.

Over a period of years studies have indicated the value and importance of various subjects in the curriculum. At the same time, numerous important subjects have been dropped. As a result, the curriculum is increasingly expected to do more with less. It is necessary, therefore, to properly organize, select, and evaluate the material which is to be presented to the student.

[illegible]

State Dept. Bureau of Economic Warfare and
Foreign Affairs, Wash., D.C. (1941), p. 117.

1. The first step is to identify the problem or question that needs to be answered. This involves understanding the context and the specific requirements of the task.

1. The following information was obtained from the records of the Department of the Interior, Bureau of Land Management, regarding the land owned by the United States in the State of California:

Institute of Personality Assessment and Research of the University of California, Berkeley, California:

Cline, V. B. Predicting officer effectiveness using brief interviews recorded on sound film. 12 pp. Research report. Prepared under Contract No. AF 18 (600)-8.

Crutchfield, R. S. Quarterly Progress Report on Contract Research, AF 18 (600)-8: Study to devise methods for assessing Air Force Officers, VI. 1 March-31 May 1953.

Gough, H. G. Predictability of a composite criterion of officer's effectiveness. Research report prepared under contract No. AF 18 (600)-8.

Gough, H. G. Suggested outline for a testing project on leadership. Consultant's memorandum submitted to the Educational Testing Service, Princeton, New Jersey, 1952--31 pp. mimeographed.

MacKinnon, D. W. The assessment of professional promise. Paper presented in "Symposium: Personality and its Measurement," meeting of the American Psychological Association, 1951. (Reference: American Psychologist, 1951, 6, 299.)

MacKinnon, D. W. Assessing the effective person. Paper presented as a noon lecture, University of California, Berkeley, California, February 26, 1957.

MacKinnon, D. W. A program for the assessment of officer effectiveness: summary and applications. Lackland Air Force Base, Texas: Air Force Personnel and Training Research Center. Operational Applications Report. Prepared under contract No. AF 18 (600)-8.

MacKinnon, D. W. A study to devise methods for assessing Air Force Officers for command and staff leadership: Final Report. Lackland Air Force Base, Texas: Air Force Personnel and Training Research Center. Prepared under contract No. AF 18 (600)-8.

In view of the successful work which has been done and the promise which it holds, the Navy should consider the use of all recognized measurement techniques, and should look for an aptitude test of leadership ability.

Division of Psychological Sciences and Department of the University of

California, Berkeley, California.

Glenn, J. A. Theoretical and experimental studies of the
learning of the concept of a set. *Journal of Experimental Psychology*
1950, 41, 1-10.

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Glenn, J. A. Theoretical and experimental studies of the
learning of the concept of a set. *Journal of Experimental Psychology*
1950, 41, 1-10.

Glenn, J. A. Theoretical and experimental studies of the
learning of the concept of a set. *Journal of Experimental Psychology*
1950, 41, 1-10.

In view of the experimental work which has been done and the

results which it yields, the theory should consider the use of all kinds

of experimental conditions, and should have for its objective the

development of theory.

CHAPTER V

SUMMARY

This study of a proposed evaluation procedure to improve the selection of leaders was conducted with two objectives in mind. These were (1) to determine the purpose of fitness reports; and, (2) to present a procedure for making fitness report evaluations more effective.

Each day the challenges and responsibilities of leadership increase at an accelerating rate. The tensions of the cold war emphasize the importance of maintaining a Navy combat-ready to protect our country against the capabilities of a potential enemy. But the leaders who are charged with this grave task must be selected from many thousands of experienced naval officers. This is done presently by selection boards through the use of fitness report opinions.

Before the fitness report system can be improved, thereby providing better information for the selection of leaders, "leadership" must be defined. An analysis of the studies of leadership indicates diverse viewpoints, varied definitions and little agreement. It would seem that leadership is somewhat like democracy--too many tenets to be precisely defined. However, there is agreement that leadership means getting the job done effectively, rather than the summation of a number of traits. The evaluation and reporting of leadership, then, should be based upon effective results, rather than upon the assessment of a group of factors.

A three-part evaluation, prepared in a narrative fashion, would present a true composite of an individual's leadership qualifications. For the general guidance of the reporting senior, typical salient features are:

1. Can he get the job done effectively?
2. Does he have work incentive?
3. Does he have promotion potential?
4. Does he have vision?
5. Does he motivate his juniors effectively?
6. Can he learn from experience?

Experience indicates that an officer must spend about nine months on the job before his effect is recognized. Evaluation reporting periods should be calculated to take advantage of this situation.

Studies of officer efficiency rating systems indicate persistent shifts toward the high marks after they have been in use for some time. Therefore, preparations of new systems should be a continuing process. New systems should be introduced, however, not for the sake of change alone, but for improvement.

New devices for the assessment of abilities and potentialities of individuals are being developed constantly. Those which become recognized measurement techniques must be utilized by the Navy as tools for the evaluation of leaders.

Not considered in this study was the reporting requirement for Ensigns and Lieutenants (junior grade). This need was considered to be beyond the scope of the limits previously established. However, that area is most worthy of research.

A three-part questionnaire, prepared in a separate document, would present a clear comparison of an individual's responses to the following questions:

For the General Guidance of the Reporting Officer, typical replies

Typical replies:

1. How do you feel about the job?
2. How do you feel about the work?
3. How do you feel about the people?
4. How do you feel about the place?
5. How do you feel about the future?
6. How do you feel about the present?

Responses indicate that an officer does spend about one

month or two before his work is completed. Evaluation

reporting periods should be calculated in this manner as this

attention.

Analysis of officer efficiency rating system indicates results

and which shows the high rating after they have been in use for

some time. Therefore, suggestions of new systems should be

submitted promptly. The system should be improved, however, and

for the sake of change alone, but for improvement.

The system for the treatment of officers and police officers

of individuals are being developed constantly. Those which remain

recognized management techniques must be utilized by the way as

tools for the treatment of officers.

One conclusion is that there was the reported treatment for

officers and individuals (James 1968). This work was conducted in

the report on the work of the police officers' treatment. However,

that work is very much of course.

CHAPTER VI

RECOMMENDATIONS

In this era of crisis, a search for short-cut evaluations of leadership can be fatal. The problem is vital, and therefore worth more time and money--especially time of the selection boards and reporting seniors. These recommendations are presented in that spirit:

1. Base evaluation reporting procedures upon the needs of the Navy, not that of the individual. The prime purpose of evaluation reporting is to give the Navy the very best leadership possible.
2. Utilize a three-part narrative evaluation report form:
 - a. Part one, containing constructive comments, to be shown to the junior.
 - b. Part two, indicating promotion potential, only for the selection board.
 - c. Part three, containing uncorrectable weaknesses, for both the selection board and the detail officer.
3. Establish general guidelines for reporting seniors.
4. Prepare no evaluation report on the individual until six months after reporting, and every nine months thereafter while on the same job.
5. Change the evaluation system periodically.
6. Check into the use of all recognized measurement techniques to aid the selection board in getting a better picture of the individual.

RECOMMENDATIONS

In this case of course, a search for improved methods of handling cases of child labor is required. The problem is to find a way to handle the cases of child labor which are now being handled by the various departments of the Government. It is recommended that the following steps be taken:

First:

1. That a committee be appointed to study the problem of child labor and to make recommendations thereon. The committee should be composed of representatives of the various departments of the Government and of the public.

2. That a system of child labor be established which will

a. be a system of child labor which will be based on the principle of the minimum wage.

b. be a system of child labor which will be based on the principle of the maximum wage.

c. be a system of child labor which will be based on the principle of the minimum wage and the maximum wage.

3. That a system of child labor be established which will

a. be a system of child labor which will be based on the principle of the minimum wage.

b. be a system of child labor which will be based on the principle of the maximum wage.

c. be a system of child labor which will be based on the principle of the minimum wage and the maximum wage.

4. That a system of child labor be established which will

a. be a system of child labor which will be based on the principle of the minimum wage.

b. be a system of child labor which will be based on the principle of the maximum wage.

7. Establish a study group to develop and refine suggestions presented in postgraduate studies of this type. This group should operate in the Washington area because of its superior sources of information and the availability of cognizant, informed, and interested personnel. However, the group should be detailed from outside Washington, perhaps from offices completing duty under postgraduate instruction, in order to engender an objective and detached viewpoint.

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